

IOWA DISASTER RECOVERY FRAMEWORK
AUG. 2010 | DRAFT



CONTENTS

1. Executive Summary | 4
2. Introduction | 6
3. Achieving Disaster Recovery | 7
4. The Framework | 8
 - a. *Office of Disaster Recovery Coordination* | 9
 - b. *Iowa Recovery Council* | 11
 - c. *Recovery Support Functions* | 13
 - d. *Framework Organizational Chart* | 16
5. Framework Escalation | 17
6. Resources | 18

DRAFT

1. EXECUTIVE SUMMARY

This Iowa Disaster Recovery Framework (IDRF) includes input from the Iowa Disaster Recovery Tabletop Exercise held June 24, 2010, lessons learned from the 2008 disasters, including the establishment of the Rebuild Iowa Advisory Commission and the Rebuild Iowa Office, and the National Disaster Recovery Framework (NDRF) currently in development through the Federal Emergency Management Association (FEMA).

The purpose of the IDRF is discussed in Section 2 - Introduction. It will provide a lasting, flexible structure and system to coordinate and manage recovery in the long-term. This includes:

- Identification of long-term recovery issues.
- Continuous, ongoing prioritization and goal-setting.
- Identification of gaps, duplications and timelines in programs and funding.
- Development of policies and procedures, prior to disbursement, that ensures timely, effective, and transparent use of funds in recovery.
- Implementation of a communication strategy to ensure accountability, transparency and effective real-time information sharing for state-wide recovery.
- Recommendation of state and federal policy.

The IDRF provides a structure to engage stakeholders such as individual Iowans, local and tribal governments, businesses, voluntary, faith-based and community organizations as well as state and federal agencies to identify and resolve recovery challenges both before and after disaster events. It applies to all disasters, recovery partners, and recovery activities.

In Section 3 - Achieving Disaster Recovery, factors that help support a successful recovery are identified:

- Frequent citizen engagement and public participation
- Coordinated public communication that is clear, consistent and continuous.
- Informed, timely and coordinated decision-making
- Establishment, integration and prioritization of community recovery planning processes
- Cooperative, efficient and transparent recovery management
- Knowledgeable, accountable and efficient financial/acquisition/program management
- Organizational flexibility, efficiency and cooperation.

It is recommended that the State of Iowa establish an integrated data collection/sharing system to aid in measuring recovery progress.

Section 4 - The Framework outlines the actual Iowa Disaster Recovery Framework (IDRF). It recommends that the State of Iowa establish an Office of Disaster Recovery Coordination (ODRC) to coordinate long-term disaster recovery planning efforts. The ODRC would require at least one FTE position during non-disaster times, and is "scalable" with the ability to expand as needed during disaster times.

The ODRC would serve as the state recovery coordinator. Responsibilities during non-disaster times include recovery planning activities, leading efforts to establish a shared data system, advocating for changes to federal and state recovery policy, updating and exercising the IDRF, and coordinating recovery training with all partners. Expanded activities during a disaster and its recovery are outlined, including the potential need for additional personnel for leadership, communications, intergovernmental relations, recovery support function coordination, community outreach and other needs.

Another recommendation contained in Section 4 is that the state establish an Iowa Recovery Council (IRC) to work with the ODRC to achieve multi-jurisdictional and multi-agency communication, coordination and information sharing.

Goals of the IRC would include recovery coordination and communication, data sharing, and advocacy for improved disaster recovery policies at the state and federal levels.

Section 4 also details Recovery Support Functions (RSFs) that assist the ODRC and IRC by facilitating local stakeholder participation and intergovernmental and public/private partnerships. Representatives from local, state and federal agencies and NGOs are organized into six RSFs:

- Community Planning & Capacity Building
- Economic & Cultural Development
- Health, Social, Community & Education Services
- Housing
- Infrastructure
- Agriculture & Environmental Services

Similarly to the ODRC, the primary tasks of the RSF expand during a disaster recovery. However, during both non-disaster and disaster times, the basic mission remains focused on target areas including community planning and capacity building; economic and cultural development; health, social, education and community services; housing; infrastructure systems; and agricultural and environmental resources.

The Framework Organizational Chart in Section 4 demonstrates the reporting and coordination relationships planned to achieve this mission.

Section 5 - Framework Escalation details the structure that should be established once the Governor and/or General Assembly choose to escalate the framework at the time of a major disaster. This may include establishing a Disaster Recovery Advisory Commission to provide leadership, vision and creativity to address the short- and long-term issues of the recovery; directing state resources for recovery purposes, such as state personnel, technical support, a Disaster Recovery Fund and other funds; and/or expanding the ODRC to address long-term recovery needs by appointing an executive director and/or temporary office leadership with direct reporting to the Office of the Governor, and temporarily increasing staff drawn from existing state agencies or other sources.

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2. INTRODUCTION

The proposed Iowa Disaster Recovery Framework (IDRF) includes input from the Iowa Disaster Recovery Tabletop Exercise held June 24, 2010, lessons learned from the 2008 disasters, including the establishment of the Rebuild Iowa Advisory Commission and the Rebuild Iowa Office, and the National Disaster Recovery Framework (NDRF) currently in development through the Federal Emergency Management Association (FEMA). As a result, the IDRF is designed to meet the specific recovery needs of Iowa for any type or magnitude of disaster.

The purpose of the framework is to provide a lasting, flexible structure and system to coordinate and manage long-term disaster recovery efforts, including:

- Identification of long-term recovery issues.
- Continuous, ongoing prioritization and goal-setting.
- Identification of gaps, duplications and timelines in programs and funding.
- Development of policies and procedures, prior to disbursement, that ensures timely, effective, and transparent use of funds in recovery.
- Implementation of a communication strategy to ensure accountability, transparency and effective real-time information sharing for state-wide recovery.
- Recommendation of state and federal policy.

This framework is not intended to be overly prescriptive or rigid or to add undue bureaucracy or expense to recovery operations. The framework supplements current response and recovery practices and procedures. It is meant to provide guidance that will allow the State of Iowa to be more prepared and coordinated for future disaster recovery efforts, particularly those at the catastrophic level.

This framework seeks to ensure that recovery can begin during the response phase of any disaster and that government entities along with other partners are prepared to provide efficient and effective disaster recovery programs and services. The framework also proposes that the State of Iowa work to build a real-time system for sharing information throughout a long-term disaster recovery and that the state continue to advocate for changes at the federal level that will assist in the success of future recovery efforts.

Like the national Framework, the IDRF focuses on recovery activities and distinguishes these from response activities. Even though response activities often set the stage for recovery, the IDRF does not speak to response operations and other emergent activities that immediately precede or follow a disaster. However, response activities can influence long-term recovery and these impacts must be considered prior to implementation.

In the IDRF, recovery efforts include immediate recovery activities and long-term recovery activities. Immediate recovery activities involve returning individuals and families, critical infrastructure and essential government or commercial services back to a functional state. Such activities are often characterized by temporary actions that provide a bridge to permanent measures. Long-term recovery may continue for months to years after a disaster. It is the process of rebuilding or relocating damaged or destroyed social, economic, natural, and built environments in a community to conditions set in a long-term recovery plan. The goal underlying long-term redevelopment is the impacted community moving toward self-sufficiency, sustainability and resilience.

3. ACHIEVING DISASTER RECOVERY

For an Iowa community to achieve a successful disaster recovery, it must overcome the impacts of the disaster, reestablish an economic and social base that instills confidence in the community's viability, and rebuilds the community to be more resilient from future disasters.

Recovery cannot be defined simply by the community's return to pre-disaster circumstances when these circumstances are no longer sustainable, competitive, or functional to the post-disaster community. The impacted community should be informed and evaluate all alternatives and options, and avoid simple restoration of an area that may not be sustainable.

Factors which help support a successful recovery are:

- Frequent citizen engagement and public participation
- Coordinated public communication that is clear, consistent and continuous.
- Informed, timely and coordinated decision-making
- Establishment, integration and prioritization of community recovery planning processes
- Cooperative, efficient and transparent recovery management
- Knowledgeable, accountable and efficient financial/acquisition/program management
- Organizational flexibility, efficiency and cooperation.

Measuring and communicating recovery progress increases public confidence by promoting transparency, accountability, and efficiency; allows for identification of on-going recovery needs; and serves as a feedback mechanism for how to improve and adjust recovery strategies and activities.

Measuring recovery progress also provides for a holistic view of the recovery, allowing Iowans to evaluate effectiveness, incorporate lessons learned and best practices and restructure the recovery approach as necessary.

It is recommended that the State of Iowa establish an integrated data collection/sharing system to aid in this effort. By creating a common system, all recovery partners will better serve and assist disaster-affected Iowans in their recovery efforts.

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4. THE FRAMEWORK

The Iowa Disaster Recovery Framework is built around the following key concepts:

- A structure that is flexible and scalable
- The authority and responsibility to lead and coordinate all recovery partners including state agencies, federal agencies, local and tribal governments and non-governmental organizations
- A reliance on input from Iowans to establish a vision and plan for post-disaster recovery efforts
- A system to identify needs and track progress toward meeting those needs
- A focus on transparent, timely and effective delivery of services
- The utilization of centralized communication efforts
- The maintenance and improvement of the state's long-term recovery capabilities through planning and exercise

The framework is designed to utilize resources and staff in the most efficient way possible both before and during recovery. It provides for an Office of Disaster Recovery Coordination that works collaboratively with recovery partners organized among Recovery Support Functions, known collectively as the Iowa Recovery Council.

A primary feature of the framework is its scalability. The flexible framework can adapt to disaster recovery needs. Specific staffing of the ODRC during escalation will vary and be determined by the needs of the disaster recovery efforts.

Each feature of the framework will be further described in the following sections.

4a. OFFICE OF DISASTER RECOVERY COORDINATION

It is recommended that the State of Iowa establish an Office of Disaster Recovery Coordination (ODRC). Within the Office, the state should provide at least one FTE position (during non-disaster times) to coordinate long-term disaster recovery planning efforts including the Iowa Recovery Council and Recovery Support Function activities. This Office is not intended to require many resources in non-disaster times and would work to draw upon federal resources wherever possible for operations during a disaster recovery. Administrative support such as IT, HR and financial management would be coordinated through DAS or another agency in order to avoid undue new additions to state government.

In accordance with the NDRF, the ODRC will serve as the state recovery coordinator.

ODRC Responsibilities

In non-disaster times, the ODRC may work with the Iowa Recovery Council to:

1. Coordinate the Iowa Recovery Council and Recovery Support Function planning activities
2. Lead efforts to establish a shared data system for disaster-related damage assessment and case management
3. Put plans and agreements in place with federal, state and local agencies and organizations for data-sharing
4. Advocate for changes to federal and state recovery policy
5. Update and exercise the IDRF
6. Coordinate recovery training with all partners

During a disaster and its recovery, the ODRC may work with the Iowa Recovery Council to:

1. Ensure that recovery planning begins during the response phase of disaster events
2. Determine state resource needs during recovery.
3. Coordinate the activities of the Iowa Recovery Council and the Recovery Support Functions.
4. Provide pertinent recovery-related information to the Governor.
5. Coordinate and support work of the Disaster Recovery Advisory Commission once established by the Governor.
6. Ensure inclusiveness and transparency in the state recovery process.
7. Identify recovery priorities and needs for the Governor to address through the Disaster Recovery Fund (once established).
8. Coordinate statewide disaster recovery communications efforts to ensure consistency and accuracy of messaging.
9. Provide up-to-date information on state and federal recovery-related laws, policies and programs to the Governor, legislature and other recovery partners.
10. Track and report recovery funding and progress to ensure transparency.
11. Communicate recovery priorities to local, state and federal stakeholders and supporters.
12. Work with severely affected communities to engage in community-specific, long-term disaster recovery planning.
13. Advocate for changes to federal and state recovery policy.
14. Coordinate state and federal funding streams for recovery efforts.
15. Identify issues and communicate solutions for gaps in assistance programs and duplications of benefit.
16. Establish benchmarks for recovery and communicate necessary adjustments to meet those benchmarks.

The Governor and General Assembly may provide for temporarily increased staffing for the ODRC during major disasters. Depending on need, this could include the addition staff to provide further leadership, communications, intergovernmental relations, Recovery Support Function coordination, community outreach and other support staff.

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De-escalation of the ODRC and its return to a pre-disaster state will depend on funding and progress toward implementation of the recovery plan. Transitioning the ODRC to pre-disaster state will be accomplished with consultation of the Iowa Recovery Council, the Governor, and the General Assembly. Documentation of impacts, programs, policies and best practices is a critical part of de-escalation and should be organized and coordinated throughout the process.

4b. IOWA RECOVERY COUNCIL

It is recommended the state establish an Iowa Recovery Council (IRC) to work with the ODRC to achieve multi-jurisdictional and multi-agency communication, coordination and information sharing. The IRC will be comprised of the director or other designee from the following organizations:

State:

- Iowa Homeland Security and Emergency Management Division
- Iowa Department of Agriculture and Land Stewardship
- Iowa Department of Cultural Affairs
- Iowa Department of Economic Development
- Iowa Department of Human Services
- Iowa Department of Natural Resources
- Iowa Department of Transportation
- Iowa Workforce Development

Local/NGO:

- Iowa Association of Regional Councils
- Iowa Disaster Human Resource Council
- Iowa Emergency Management Association
- Iowa League of Cities
- Iowa State Association of Counties
- Safeguard Iowa Partnership

The IRC works to improve the state's recovery capabilities through pre-disaster preparations. After a disaster, the group works to implement a state disaster recovery plan. The IRC facilitates the identification, coordination, communication, and delivery of state and federal assistance and resources needed to supplement recovery efforts. Other agencies at the local, state and federal level will participate in the Recovery Support Function (RSF) work groups and may be asked to participate in Recovery Council meetings and projects as needed. The IRC may be used to address issues that could affect multiple RSFs.

This group will also assist the ODRC in updating the state recovery framework as laws, regulations and resources change, thus ensuring the state is prepared to quickly escalate recovery efforts after large scale disasters. In smaller scale disasters, the IRC may assist the ODRC in developing recovery plans for the state including goals and metrics to establish early direction and priorities.

The IRC will assist the ODRC in carrying out its responsibilities.

Goals of the IRC

- **Recovery Coordination and Communication** – The main mission of the IRC is to ensure that those involved in recovery maintain open lines of communication and coordinate efforts wherever possible. The group will discuss planning opportunities, policy changes and roadblocks that impact a variety of agencies to ensure the most effective and efficient service delivery possible.
- **Data Sharing** – Real-time data sharing, including disaster damage assessments and case management information, is critical to a successful disaster recovery. A shared system would allow for a common calculation of disaster damage, loss and location. It would also help identify unmet needs, gaps in service and duplication of assistance. A shared system would help streamline assistance programs, providing efficient and timely services to Iowans impacted by disasters. Utilization of a shared database would also allow disaster-affected individuals to

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utilize a one-time application process to access multiple sources of assistance, saving them time and frustration.

Through the IRC, the State of Iowa should develop a database that could be used to share recovery information among vetted and appropriate federal, state, local and non-profit partners. Such a system would include security measures to protect the privacy of applicant information. The database should be designed for the eventual inclusion of federal agencies. Federal, state and local agencies need to work together to determine what information can be shared, when it can be shared and how it can be shared to ensure that barriers are reduced while ensuring the privacy of those affected.

- **Recommend Policy Changes** – The IRC discussions will serve as a consistent process for evaluating Iowa’s disaster recovery system and recommending changes to the disaster recovery system at both the state and federal level. In particular, an improved federal recovery system including recovery-designed programs and policies are critical to the success of any state’s full disaster recovery.

4c. RECOVERY SUPPORT FUNCTIONS

The Recovery Support Functions (RSFs) assist the IRC and the ODRC by facilitating and promoting additional local stakeholder participation and inter-governmental and public-private partnerships. By organizing recovery into manageable components, stakeholders can be brought together to identify and resolve recovery challenges more easily. Similar to the NDRF, representatives from local, state and federal agencies, along with NGOs, are organized into the following six RSFs:

- Community Planning & Capacity Building
- Economic & Cultural Development
- Health, Social, Community & Education Services
- Housing
- Infrastructure
- Agriculture & Environmental Services

Participating local, state and federal agencies and NGOs may appoint a representative to each appropriate RSF. RSF representatives do not need to be full-time disaster recovery staff. During non-disaster times, their duties may include attending occasional RSF meetings, training, and annual exercises of the framework and updating materials and information within their agency related to disaster recovery. During disaster recovery, these groups will work even more closely together to coordinate recovery information, programs and communications at a programmatic and operational level and may be called upon to provide temporary staff support to the ODRC.

RSF Participating Organizations

State:

- Iowa Homeland Security and Emergency Management Division
- Iowa Department of Agriculture and Land Stewardship
- Iowa Department of Cultural Affairs
- Iowa Department of Economic Development
- Iowa Department of Education
- Iowa Department of Human Services
- Iowa Department of Natural Resources
- Iowa Department of Public Health
- Iowa Department of Transportation
- Iowa Finance Authority
- Board of Regents
- Iowa College Student Aid Commission
- Iowa Department of Management
- Iowa Department of Public Defense
- Iowa Department of Public Safety
- Iowa Department on Aging
- Iowa Insurance Division
- Office of Energy Independence
- Iowa Utilities Board
- Iowa Workforce Development

Local/NGO:

- Iowa Association of Regional Councils
- Iowa Disaster Human Resource Council
- Iowa Emergency Management Association
- Iowa League of Cities
- Iowa State Association of Counties
- Safeguard Iowa Partnership

DRAFT

Federal:

- Federal Emergency Management Agency
- U.S. Department of Agriculture – Rural Development
- U.S. Department of Agriculture – Natural Resources Conservation Service
- U.S. Small Business Administration
- U.S. Army Corps of Engineers
- U.S. Economic Development Administration

Tasks of Recovery Support Functions

Some primary tasks of the RSFs in non-disaster times include:

1. Strengthening partnerships between federal, state and local governments, communities and other organizations with the emphasis on promoting recovery leadership at the community level.
2. Working toward a standardized system of data collection and sharing among recovery partners.
3. Tracking changes in laws, programs and funding sources at the federal level that could affect Iowa's future recovery efforts.
4. Participating in training and annual exercising of the recovery framework to ensure the framework is current and relevant.

Some primary tasks of the RSFs during a disaster recovery include:

1. Implementing the state recovery plan when developed by a Disaster Recovery Advisory Commission.
2. Strengthening partnerships among federal, state and local governments and communities with the emphasis on promoting recovery leadership at the community level.
3. Coordinating recovery activities and information-sharing among the participating individual partner agencies and organizations.
4. Ensuring transparency in the recovery effort.
5. Participating in a coordinated statewide disaster recovery messaging structure to ensure consistency, accuracy and timeliness.
6. Coordinating and supporting community-level disaster impact and recovery needs assessments.
7. Identifying funding and technical assistance to meet recovery needs and maximize effectiveness of this assistance through proper sequencing and leveraging.
8. Informing communities of available assistance programs, including eligibility requirements, compliance requirements, and known limitations due to funding gaps or regulatory restrictions.
9. Identifying issues and ideas for improving recovery efforts and programs.
10. Facilitating resolution of recovery bottlenecks and challenges.
11. Advising state leadership of recovery obstacles stemming from state and federal policies, programs and processes.
12. Providing technical assistance for setting up state and local recovery organizations.

RSF Mission & Outcome Statements

Community Planning & Capacity Building

Mission: Coordinate capacity building expertise and support programs to assist local governments in restoring and improving their ability to provide governmental services and organize, plan, manage, and implement long-term community recovery activities and initiatives.

Outcome: Delivery of necessary support and additional capacity for community planning and governmental functions that are critical to recovery. Such functions include, but are not limited to, community operations (planning, building codes, city management), education systems, public safety, and taxation and government financing.

Economic & Cultural Development

Mission: Integrate local, state and federal expertise to help Iowa communities rebuild businesses and develop new economic opportunities, with the goal of creating sustainable, economically-viable communities.

Outcome: Inter-agency collaboration on workforce development, job creation and retention, entrepreneurial and business development, equal opportunity, and other programs that support a community and regional approach to economic development. Particularly, work to provide support to impacted businesses including case management services and financial resources. These actions will encourage re-investment and facilitate the private sector lending and borrowing necessary for recovery.

Health, Social, Education & Community Services

Mission: Support the resilient re-establishment of essential health/social/educational/community services, in order to restore the health and well-being of affected people and communities – with particular attention to children, the elderly, families, people living with disabilities, people with accessibility and functional needs, and underserved populations.

Outcome: Departments, agencies, non-profit organizations, and private sector entities with expertise and/or a role in service delivery, service providers, facilities, and infrastructure for medical, public health, human/social/community services, and behavioral health (including mental health and substance abuse) services collaborate to improve community recovery. Some essential elements of this recovery include:

- Provision of case management services to impacted individuals and families
- Re-establishing the capacity of public and private health care delivery
- Continuity of care for affected individuals
- Continuity of other essential services -- human/social/community services, schools/colleges/universities, behavioral health, child/elder care, disability related assistance, and other services
- Reconnection to essential services for displaced populations
- Restoring a sense of community and civic engagement
- Protecting the mental and physical health of the population and responders from the longer-term affects of a disaster recovery

Housing

Mission: Coordinate local, state and federal resources and activities to assist in restoration of destroyed and damaged housing and development of other new accessible, permanent housing options, if necessary.

Outcome: Focus inter-agency expertise on long-term housing solutions including reconstructing permanent, including accessible, housing.

Infrastructure Systems

Mission: Integrate the capability of the federal government to support states and communities to permanently restore, enhance, mitigate, and ensure the resilience and protection of infrastructure systems impacted by disasters.

Outcome: Inter-agency collaboration promoting a forward-looking and holistic approach that focuses on the relationship of the community with their built and virtual environment. These efforts will involve government and private sector partners with expertise in physical and virtual infrastructure systems across all the infrastructure sectors established in accordance with state and federal directives.

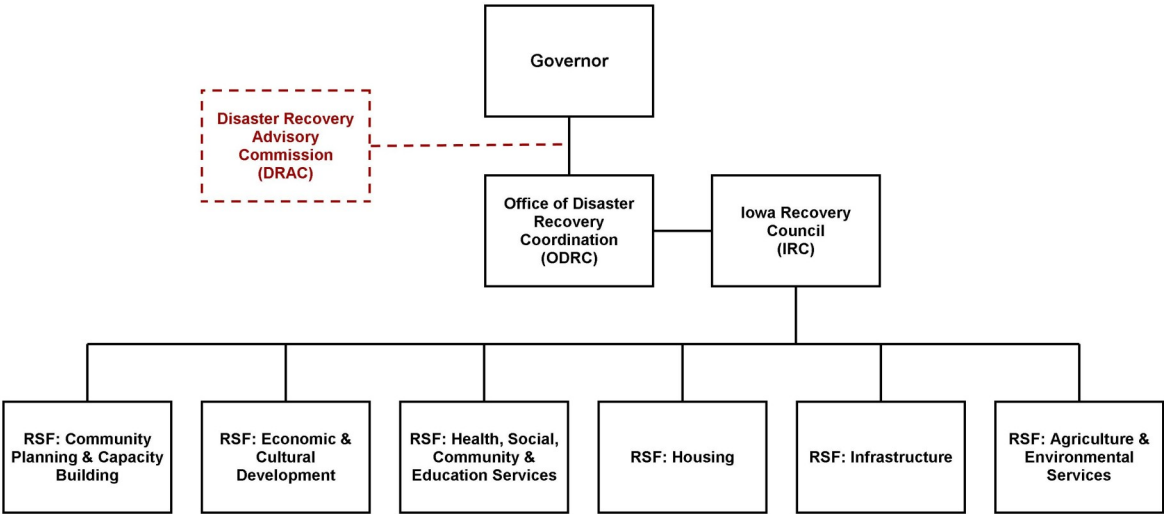
Agriculture & Environmental Resources

Mission Focus: Integrate local, state and federal resources and capabilities to help the State of Iowa address long-term agricultural and environmental recovery needs after disasters.

Outcome: Inter-agency collaboration to provide information and assistance to land owners and communities to mitigate loss, preserve and grow natural resources.

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4d. FRAMEWORK ORGANIZATIONAL CHART



* RSF = Recovery Support Function

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5. FRAMEWORK ESCALATION

During catastrophic disaster recovery efforts, the Governor and/or General Assembly may choose to escalate the framework in any of the following ways:

- Establishment of a Disaster Recovery Advisory Commission
- Direction of state resources for recovery purposes
- Expansion of the Office of Disaster Recovery Coordination

Disaster Recovery Advisory Commission

The Disaster Recovery Advisory Commission (DRAC) would be a non-partisan group appointed by the Governor and made up of Iowans from a variety of sectors, backgrounds and region. Similar to the role of the Rebuild Iowa Advisory Commission created in 2008, this group would provide leadership, vision and creativity to address, identify and prioritize the short- and long-term issues of the recovery. In a major disaster, DRAC may be activated and assigned specific responsibilities and reporting requirements. The ODRC would provide support to the DRAC's activities.

The DRAC would also lead efforts to solicit public input in order to recommend policy that facilitates long-term recovery. They would also work to develop a long-term recovery plan to submit to the Governor and General Assembly. The plan would detail priority areas of recovery focus and recommend strategies for resolution. It is this plan that may provide direction to the ODRC and the IRC to guide disaster recovery efforts and decision-making during a major disaster recovery.

Direction of State Resources for Recovery Purposes

The Governor and General Assembly may provide for direction or redirection of state resources for recovery purposes. Resources may include state personnel, technical support, the Disaster Recovery Fund (once established) and other funds. Generally, these resources would be used to supplement federal recovery resources and should be considered more flexible to meet specific needs of the state. To ensure transparency, a reporting system will be developed to allow the ODRC to track and report resources committed to recovery.

To ensure that such redirection is possible at any time of year, it is recommend that Disaster Recovery Fund be established at the state level for disaster recovery purposes including federal match funds, assistance programs, administration of recovery, etc. This flexible source of funding may be used to support purposes not eligible for federal assistance under the Stafford Act. In some cases, the funds may be used to supplement activities (but not duplicate efforts) when federal funds are inadequate.

Expansion of the Office of Disaster Recovery Coordination

The Governor and General Assembly may provide for temporary expansion of the ODRC to address long-term recovery needs. This expansion may include:

- Delegation of authority and responsibility for leading and coordinating long-term recovery efforts with direct reporting to the Office of the Governor
- Appointment of temporary office leadership
- Temporary increased staffing of the ODRC. This may include staff drawn from existing state agencies and/or other temporary staff to help the ODRC fulfill its responsibilities

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6. RESOURCES

National Disaster Recovery Framework

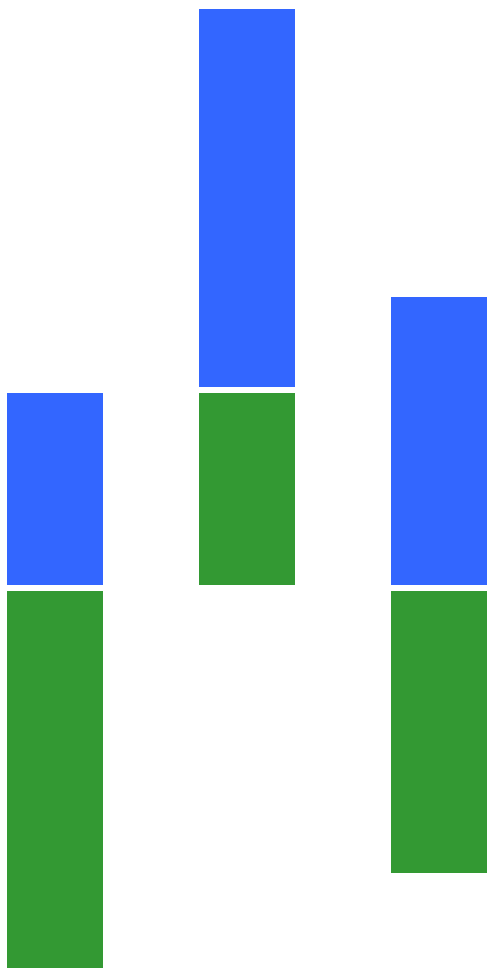
http://www.fema.gov/pdf/recoveryframework/omb_ndrf.pdf

Iowa Disaster Recovery Tabletop Exercise After Action Report / Improvement Plan

http://www.rio.iowa.gov/resources/reports/2010-08_HSEEP_AAR-IP_FINAL.pdf

Iowa Recommendations for Federal Policy Change from the 2008 Disasters

http://www.rio.iowa.gov/resources/reports/RIO_Federal_Recommendations.pdf



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